

2.0 PLANNING LEVEL SURVEY

A planning level survey (PLS) describes the status of the inventory of cultural resources. Prehistoric and historic contexts and detailed information on cultural resources at Forts Richardson and Wainwright are presented elsewhere in the Integrated Cultural Resources Management Plans (ICRMP) for respective posts. This section discusses confidentiality issues; summarizes the information necessary for management of specific cultural resources and potential resources; and sets forth proposed annual inventory schedules for [USAG-AK](#)'s component installations.

2.1 Exclusion of Sensitive Site Information

The confidentiality of the nature and location of archaeological sites and properties of traditional religious and cultural significance is provided for in 32 CFR § 229.18. The confidentiality and location of historic resources is provided for in 36 CFR § 800.11 pursuant to Section 304 of the [National Historic Preservation Act](#). [USAG-AK](#) and the Alaska State Historic Preservation Officer (SHPO) signed an agreement in April 1998 in which the Alaska SHPO agreed to share cultural resources site location information for Forts Wainwright and Richardson with [USAG-AK](#). This information is maintained in a Geographic Information System (GIS) database at [Fort Richardson](#). Access to this information is restricted (for further details, see [2.1 Exclusion of Sensitive Site Information](#); [SOP 14 Shared Public Data](#)). *It is desirable to have similar agreements with Tribes to address confidentiality of properties of traditional, religious, and cultural significance and archaeological sites.* The Garrison Commander is responsible for ensuring the confidentiality of cultural resources location information. The Garrison Commander will direct the Cultural Resources Manager (CRM) to coordinate with the Staff Judge Advocate (SJA) and GIS Technicians to maintain the confidentiality of cultural resources location information on [USAG-AK](#) managed lands.

[USAG-AK](#)'s cultural resource documents will be prepared so that maps of specific site locations are easily removable. Documents for the public will be copied so that maps or site forms (i.e., Alaska Heritage Resources Survey (AHRS) forms) are not included. *Documentation will be provided through USAG-AK web page (<http://www.usarak.army.mil/conservation/default.htm>).*

2.2 Inventory of Archaeological Sites

[Appendix 1](#) presents the Planning Level Surveys for Forts Richardson and Fort Wainwright, including tables listing the surveys for each installation and identified resource inventories. This section summarizes the state of the inventories.

2.2.1 Fort Richardson: Archaeology

The basic cultural context for [Fort Richardson](#)'s archaeological resources is included in the installation's Integrated Cultural Resources Management Plan (ICRMP) at Section 4.1. Additional sources of contextual information appear in the references at section 9.0 of the ICRMP and in a list of references available from the Cultural Resources Manager (CRM). Previous archaeological investigations at [Fort Richardson](#) include at least seven projects since the late 1970s ([Appendix 1: Table 1](#)). Three surveys to date have resulted in the identification of archaeological sites. Seven archaeological sites have been identified on the facility ([Appendix 1: Table 2](#)). Six of these sites have been determined ineligible for listing in the [National Register of Historic Places](#). The remaining site has not been evaluated for eligibility to date. No artifacts have been curated by or under the stewardship of the installation. Complete site descriptions are presented in the [Fort Richardson](#) ICRMP in Section 4.1.3, and in the 2003 interim archaeology report (Hedman et al.).

Two archaeological sites associated with the historic Alaska Railroad occur within the boundaries of [Fort Richardson](#), but are State of Alaska property. These sites are not subject to management by [USAG-AK](#), although an awareness of their presence and location is important to avoid inadvertent impacts.

Three studies have identified sensitive archaeological areas on [Fort Richardson](#). Based on the survey findings to date, several areas of the installation have been identified as holding a relatively high potential to contain archaeological sites:

- the mouth of Eagle River,
- the shoreline of Knik Arm,
- upstream portions of Ship Creek,
- the Fossil Creek drainage, and
- the Elmendorf Moraine (Steele 1980: 46-47).

The mouth of Eagle River at Eagle River Flats is an active impact area *for mortar and artillery fire* and, therefore, off-limits for cultural resources inventory. Steele surveyed most of the Knik Arm shoreline, with the exception of portions near Eagle River Flats, in 1980. Therefore, *the upstream portions of Ship Creek, the Fossil Creek drainage, and the Elmendorf Moraine* are primary locations of concern with regard to undiscovered archaeological sites.

In 1994, the *Dena'ina Team*, a consulting group of Dena'ina Natives and the anthropologist Nancy Yaw Davis, embarked on an ambitious project to document historic Dena'ina land use at Elmendorf Air Force Base. The area surveyed encompassed portions of the Knik Arm northeast of Anchorage (Yaw Davis 1994). The study, sponsored by the Air Force and the National Park Service, focused primarily on the Knik Arm shoreline of Elmendorf Air Force Base. However, a subsequent visit in 1998 also investigated

several areas specifically on [Fort Richardson](#). As a result, several areas were identified as possibly containing archaeological resources and properties of traditional religious and cultural significance.

- ***School Fish Camp Site, Nutleghghulket-Sedge Extends Down:*** The most significant area on [Fort Richardson](#) identified by the 1994 study was a former fish camp site used until the mid-1940s. From 1924 to 1946, the Bureau of Indian Affairs operated the Eklutna Vocational School for native children just northwest of [Fort Richardson](#). The fish campsite provided opportunities for fishing and training in traditional practices for native students. In 1994, the Dena'ina Team visited the area and identified remnants of a smokehouse (14' X 20') and a tent frame (12' X 14') (Yaw Davis, 1994: 53-5). The fish camp site was re-located in 2002, following the description provided by Yaw Davis (1994), and formally documented (Hedman et al. 2003; AHRS No. ANC-01299).
- ***Point Whitney, Kqiylulghakt-Where We Harvest Fish:*** Point Whitney has been identified as an area used into the 20th Century for storage and fermentation of salmon (Yaw Davis 1994: 55).
- ***Bluff Two Miles North of Eagle River, Keltaydeght-Where It is High Up:*** This potential site is a bluff approximately two miles north of Eagle River (Yaw Davis 1994: 56). No indication is given of how this area was utilized.
- ***Eagle River, Nukelehitnu-Fish Run Again Creek:*** This area refers to the upper Eagle River, west of Eagle River Flats. A number of historic records indicate Dena'ina use along the river (Yaw Davis 1994: 56-7). No further information is available.
- ***Small Creek into Eagle River, Tusqa-Cutting Place:*** Historic accounts refer to fish camps along a small creek running into Eagle River, used in harvesting silver salmon. This creek may be Clunie Creek (Yaw Davis 1994: 57).
- ***Clunie Lake, Ben Kaa-Big Lake:*** Clunie Lake has been identified as an area historically used by the Dena'ina, but no further information is available (Yaw Davis 1994: 57).
- ***Otter Lake, Kka Bena-Tail Lake:*** Otter Lake has also been identified as a location frequented by Dena'ina natives (Yaw Davis 1994: 57). However, an archaeological survey was completed for Otter Lake in 1979 (Steele 1979) that identified no archaeological sites.

The Dena'ina Team met with [Fort Richardson](#) and Elmendorf Air Force Base personnel in 1998 to conduct further on-site inspections. On a visit to [Fort Richardson](#), the team identified another archaeologically sensitive area along Ship Creek:

- ***Ship Creek Homesites:*** In the 1930s, prior to Army acquisition of the land that now comprises [Fort Richardson](#), a number of Dena'ina homesites were located along Ship Creek. Working from recollections of an Eklutna elder who had lived in the area as a child, the Dena'ina Team found evidence of at least two cabins south of the creek upstream from the new golf course and downstream of the old gauging station. The most significant findings were three cabin depressions. One depression was littered with debris from previous occupation(s). Leo Stephan, an Eklutna elder, thought this might be the cabin he lived in for a few winters as a boy. The area warrants protection and is a high priority for further investigation.

Additional studies completed to identify sensitive areas of [Fort Richardson](#) include a detailed evaluation and management plan (Bureau of Outdoor Recreation 1977, 1986) of the Iditarod Sled Dog Trail, which was designated as a National Historic Trail in 1973 by the United States Congress.

The studies identified two portions of the Seward to Susitna segment of the trail that cross [Fort Richardson](#):

- ***Eagle River-Knik Trail, ANC-270***: This portion of the Iditarod Historic Trail is the primary route from Eagle River to Knik. The trail runs north from Birchwood to Cook Inlet, follows the Knik Arm northeast to Eklutna, crosses the Arm and follows the north side to the town of Knik. According to the Alaska SHPO records, a connecting trail from Anchorage to Birchwood (not part of the main Eagle River-Knik trail) crosses [Fort Richardson](#). This connecting trail follows the Eagle River drainage to Clunie Lake and on to Birchwood.
- ***Girdwood-Ship Creek Connecting Trail, ANC-280***: The Girdwood-Ship Creek Connecting Trail is part of the Iditarod Historic Trail. It runs from Girdwood west along Turnagain Arm to Indian Creek, following the Indian Valley Trail north and then west to Ship Creek. According to Alaska SHPO records, the trail follows Ship Creek west across [Fort Richardson](#). The route into and from Ship Creek is unclear.

[Fort Richardson](#), therefore, may contain archaeological sites associated with these two segments of the trail.

Finally, historical and contextual studies have been conducted addressing early homesteading activity on Fort Richardson (Hollinger 2001). Homesteading began on [Fort Richardson](#) in 1914, in an effort by the federal government to open up federal lands to agricultural development and encourage westward settlement. The Homestead era on Fort Richardson lands ended in 1941-42, when the land was withdrawn for the establishment of a military base during World War II.

In 1980, Julia Steele conducted an archaeological investigation on two homestead sites (ANC-264 and ANC-265). Due to advanced states of deterioration, the sites were determined ineligible (Steele 1980), however these sites should be revisited. Two additional cabin sites associated with early homesteading

activity were similarly investigated (Hollinger 2001). However, due to impacts from military activity and deterioration, or lack of original context, ANC-1167 and ANC-1169 were determined ineligible. Although many of these original homestead sites will have been impacted by military construction and cantonment development, several homesteading parcels may continue to be historic properties, as defined by Section 106 of the NHPA. Further investigations have been recommended for several homestead sites to determine eligibility to the National Register of Historic Places (Hollinger 2001).

Based on these previous studies, several areas on Fort Richardson have been identified as sensitive areas for locating potential archaeological sites and properties of traditional religious and cultural significance: the mouth of Eagle River and surrounding areas; the shoreline of Knik Arm, including Point Whitney; the Fossil Creek, Clunie Creek and Ship Creek drainages; and the Elmendorf Moraine. Other sensitive areas will likely be identified as further studies are conducted.

2.2.2 Fort Wainwright: Archaeology

The basic cultural context for [Fort Wainwright](#)'s archaeological resources is included in the installation's Integrated Cultural Resources Management Plan (ICRMP) at Section 2.4. Additional sources of contextual information appear in the discussion of Published Investigations in Section 5.1.2 of the ICRMP, in the bibliography at section 7.0 of the ICRMP, and in a list of references available from the CRM.

2.2.2.1 Main Post: Archaeology

Seven archaeological surveys have been conducted on [Fort Wainwright](#) Main Post ([Appendix 1: Table 3](#)). These surveys have either focused on high potential areas of [Fort Wainwright](#), or related to construction projects. Survey sites include the southern slopes of Birch Hill, various borrow sources just south of the cantonment area, and small arms ranges between the Richardson Highway and the Tanana River.

Seven archaeological sites have been identified on [Fort Wainwright](#) Main Post, located north of Chena River and along the southern slopes of Birch Hill ([Appendix 1: Table 4](#)). Only one site (FAI-43) has been evaluated for eligibility for inclusion in the [National Register of Historic Places](#), and was determined not eligible. Site FAI-509 has not been relocated despite repeated attempts. It is therefore considered not eligible for inclusion in the [National Register of Historic Places](#). The remaining five sites have not been evaluated to date.

2.2.2.2 Tanana Flats Training Area: Archaeology

Three archaeological surveys have been conducted in the Tanana Flats Training Area, beginning in 1973 ([Appendix 1: Table 5](#)). Fifty-two sites have been identified. Of these sites, 13 have been determined eligible for inclusion in the National Register of Historic Places, 28 are not eligible, and 11 are pending or remain to be evaluated for eligibility. Additionally, two archaeological districts have been designated (FAI-335 and FAI-336; [Appendix 1: Table 6](#)). A third potential district exists in the vicinity of Wood River Buttes.

If the Tanana Flats are used for military operations, the areas that will be potentially impacted would be subject to archaeological inventory. Previous surveys conducted in the Tanana Flats would be used as a research tool to better understand the potential archaeology in the area. The areas that were surveyed would be resurveyed due to the amount of time that has past -- over 30 years.

2.2.2.3 Yukon Training Area: Archaeology

Five archaeological surveys have been conducted on Yukon Training Area ([Appendix 1: Table 7](#)). Fourteen archaeological sites have been identified to date ([Appendix 1: Table 8](#)). Twelve of the sites have been determined not eligible for listing in the [National Register of Historic Places](#). XBD-162 has

not been evaluated due to its location in a heavily used portion of the Stuart Creek Impact Area. A determination on FAI-1556 is pending further fieldwork.

2.2.2.4 Donnelly Training Area: Archaeology

Twenty-one archaeological surveys have been conducted in the Donnelly Training Area (DTA), beginning in 1963 ([Appendix 1: Table 9](#)). Two hundred nineteen sites have been identified within Donnelly Training Area, with thirteen of these sites comprising two archaeological districts ([Appendix 1: Table 10](#)). Sixty-two sites have been evaluated; 25 of those sites evaluated have been determined eligible for listing on the [National Register of Historic Places](#).

The majority of archaeological surveys conducted in the Donnelly Training Area (DTA) have been limited to Donnelly East, the portion of Donnelly Training Area east of the Delta River. Donnelly East makes up only 25% of the land on DTA. Because of its remote setting, the archaeology of Donnelly West is poorly understood and represents a gap in USAG-AK's current inventory of archaeological and cultural sites at DTA.

2.3 Inventory of Historic Buildings and Structures

2.3.1 Fort Richardson: Historic Buildings and Structures

An historic context for [Fort Richardson](#)'s built resources (i.e., historic buildings and structures) is contained in the installation's Integrated Cultural Resources Management Plan (ICRMP) at Section 4.2.1. Additional sources of contextual information appear in the references at section 9.0 of the ICRMP and in a list of references available from the CRM.

General information on the history of [Fort Richardson](#) is also available from two organizations on post. The [USAG-AK](#) Public Affairs Office (PAO) in the Headquarters (Building #1) maintains material on [Fort](#)

[Richardson](#)'s history that it distributes to the public. The Military Occupation Specialty Library in Building #600 maintains further documents relating to the military history of [Fort Richardson](#). In addition, the Alaska Office of History and Archaeology, and Anchorage Historic Properties, Inc. are a useful repository of information relating to the history of the Anchorage area.

Three building surveys have been conducted on Fort Richardson. A 1995 survey addressed the Nike Site Summit property as a historic district and identified 25 contributing buildings and structures ([Appendix 1: Table 13](#)), resulting in the nomination and subsequent listing of Nike Site Summit in the National Register of Historic Places. A Cold War-era building survey conducted in 2000 indicated that only the Nike Site Summit has exceptional importance needed for properties less than 50 years old to be eligible for listing in the [National Register of Historic Places](#). Based on a 2003 study of the cantonment area, a second historic district was identified ([Appendix 1: Table 14](#)). Its eligibility is based on its association with the economic impact the Cold War infrastructure had on the territory of Alaska from 1950 to 1958, the height of the Cold War construction.

2.3.2 Fort Wainwright: Historic Buildings and Structures

The National Park Service conducted the first building survey of Fort Wainwright in 1984. This survey was conducted to identify extant buildings associated with the World War II era Ladd Field, and resulted in the designation of Ladd Field as a National Historic Landmark (NHL) ([Appendix 1: Table 15](#))

The entire Fort Wainwright Main Post has been inventoried and evaluated for eligibility for inclusion in the National Register of Historic Places under World War II and Cold War historic contexts ([Appendix 1: Table 16](#)). Under the World War II context, Ladd Field has been designated a National Historic Landmark. The Ladd Field National Historic Landmark includes 37 buildings and structures centered on the runways ([Appendix 1: Table 17](#))

Under the Cold War context, the Fort Wainwright Main Post has been inventoried and evaluated, with 66 buildings and structures contributing to the Ladd Air Force Base Historic District ([Appendix 1: Table 18](#)). This historic district was determined eligible for inclusion in the National Register of Historic Places, but has not been formally nominated or listed to date.

2.4 Inventory of Properties of Traditional Religious and Cultural Significance

[USAG-AK](#) is aware that there are properties of traditional religious and cultural significance on its managed lands. To date, two studies have indirectly addressed the identification of such properties (Yaw Davis 1994; 1998), but no direct inventory of such properties on [USAG-AK](#) exists to date. Identifying and managing properties of traditional religious and cultural significance is an important future focus of USAG-AK's cultural resources management program.

2.5 Annual Inventory Schedule

2.5.1 Archaeological Resources

During 2002-2006, priorities for archaeological survey will be determined annually, based on projected mission impacts and proposed [USAG-AK](#) undertakings. Surveys will be conducted as funding permits to cover large tracts of land, with a focus on areas of concern for archaeological sites. In particular, areas that combine significant potential for mission-related ground disturbance and high archaeological sensitivity will be given priority. The advantage of these surveys is that they provide a more comprehensive understanding of archaeological resources on USAG-AK managed lands, and assist planners in more effective planning and resource management. Survey data will also effectively implement [USAG-AK](#)'s commitment to inventory per Section 110 of the [NHPA](#).

Tribes will be given the opportunity to contribute to scheduling reconnaissance and other surveys. Initially the tribes will be sent a copy of the USAG-AK archaeological research design. Tribes will be

given the opportunity to meet and comment on the research design with the archaeologists. At that time, surveys can be scheduled in which tribes are interested in participating.

Irreplaceable cultural resource is defined as any prehistoric or historic district, site, building, structure, or object that is unique and if destroyed the information that would have been retrievable is permanently lost. This includes artifacts, records, and remains related to the cultural resource and properties of traditional religious and cultural importance.

2.5.1.1 Fort Richardson: Archaeological Resources

Given anticipated mission impacts over the next five years, some locations can be identified as probable areas for reconnaissance survey and evaluation. These areas are prioritized and listed below:

2004

- Initiate development of a cultural resource survey plan, in consultation with Alaska Native Tribes, National Park Service (NPS), Alaska State Historic Preservation Officer (SHPO), Bureau of Land Management (BLM), and other interested parties
- Conduct survey of Upper Ship Creek / Training Areas 11E, 11D, and 13
- Conduct survey of Knik Arm / Training Area 1 (A,B)
- **[other suggestions]**

2005

- Conduct survey of Training Areas 7(A,B) and 9 (A,B)
- Conduct survey of Training Area 2 (B) / Lake Clunie
- **[other suggestions]**

2006

- Evaluate homestead sites for eligibility
- Begin development of predictive model(s) for Fort Richardson training areas.
- **[other suggestions]**

2007

- Conduct survey of Training Area 2 (B) / Lake Clunie
- **[other suggestions]**

2008

- Conduct survey of Iditarod Historic Trail (Anchorage - Birchwood Segment)
- **[other suggestions]**

High priority surveys address archaeologically and culturally sensitive areas identified by the Dena'ina Team (Yaw Davis 1994; 1998; [Section 2.2.1](#)). The Knik Arm/Training Area 1 survey combines relatively high training intensity with locations of high archaeological sensitivity. In particular, an historic fish camp and two other potential archaeological sites have been identified along the Knik shoreline. Additionally, bluffs that are rapidly eroding mark the shoreline at Training Area 1.

Another high priority survey area is upper Ship Creek. A number of historic house depressions have been identified in an area upstream from the new golf course (Yaw Davis 1998). The Ship Creek drainage also has potential to contain sites associated with the Iditarod Trail.

2.5.1.2 Fort Wainwright: Archaeological Resources

Given anticipated mission impacts over the next five years, some locations can be identified as probable areas for reconnaissance survey. Areas that have been previously surveyed, i.e., Birch Hill, Blair Lakes, and Clear Creek Buttes, will be resurveyed if the initial surveys were found to be incomplete, new evidence has surfaced, or significant time (five years) has passed since the initial survey was conducted.

These areas are prioritized and listed below:

2004

- Initiate development of a cultural resource survey plan, in consultation with Tribes, SHPO, BLM and other consulting parties
- Begin evaluation of the Donnelly Ridge Archaeological District.
- Initiate development of predictive model(s) for Fort Wainwright training areas.
- Begin evaluation of archaeological sites on Birch Hill
- **[other suggestions]**

2005

- Begin (continue?) evaluation of archaeological sites on Birch Hill
- Begin evaluation of the Blair Lakes Archaeological District.
- **[other suggestions]**

2006

- Complete the evaluation of Donnelly Ridge Archaeological District.
- Complete the evaluation of archaeological sites on Birch Hill
- Complete development of predictive model(s) for Fort Wainwright training areas.
- Begin evaluation of FWA cantonment homesteads.
- **[other suggestions]**

2007

- Begin evaluation of Clear Creek and Wood River Buttes
- **[other suggestions]**

2008

- Complete evaluation of Blair Lakes Archaeological District
- **[other suggestions]**

2.5.2 Historic Buildings and Structures

According to guidelines established by the [National Register of Historic Places](#), a property normally must be at least 50 years old (its significance achieved 50 years ago) to be considered historic and eligible for the National Register of Historic Places. Therefore, historic inventories focus on buildings, structures, and objects meeting those age requirements. An exception to this policy has been made for Cold War properties (1946-1989). In 1991 the Defense Appropriations Act established the Legacy Program to promote conservation of irreplaceable biological and cultural resources on DoD lands. One of the nine task areas of the Legacy Program involved inventory of properties associated with the Cold War heritage of DoD (Department of Defense, 1994).

2.5.2.1 Fort Richardson: Historic Buildings and Structures

In 1996 the Legacy Program funded an inventory of the Nike Missile Battery at Site Summit (Alaska State Historic Preservation Office, 1996). A comprehensive Cold War inventory for [Fort Richardson](#) was completed in 1998 (Center for Ecological Management of Military Lands and Gene Stout and Associates, 1998b). Inventory of the 46 properties 50 years of age or older is the only remaining requirement for a historic buildings and structures inventory on [Fort Richardson](#). Documentation of these properties will be

the highest priority for cultural resources inventory (including archaeological resources) during 2002-2006.

2.5.2.2 Fort Wainwright: Historic Buildings and Structures

Historic building inventories for Fort Wainwright cantonment are complete. Historic structures inventories *in training areas* are on-going. The Cold War building inventory will be reevaluated in 2006 (five years after the first evaluation). A boundary review of the Ladd Field National Historic Landmark will be conducted in 2007.